

# Land Use Plan

2002 Update

*City of Gahanna*

Department of Development



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## **I. Introduction**

The City of Gahanna has a long tradition of planning. This commitment to planning has helped the City increase its commercial and industrial resources, strengthening the City's tax base. As the tax base of the City increases, so does the level of services, thus increasing the overall quality of life for both the day and night residents.

In 1993, the City created a land use plan. This plan contained a series of policy statements as well as community objectives and supporting principles, all applicable today. While the land use portion of this plan reflects recent trends in development patterns, this plan does not replace the 1993 plan in its entirety. These documents should be considered together as the City undertakes future planning activities.

This document reflects the City of Gahanna's commitment to periodically reexamine existing plans and evaluate their effectiveness in addressing previously identified problems and issues. The future land use plan incorporates the special studies undertaken since the 1993 plan and reflects new opportunities and challenges.

The plan provides a vision of the future land use pattern within the City ... a working document aimed at guiding decisions for the various boards and commissions as well as those making investments in the City.

Presently, the community is diverse and balanced. It has a range of opportunities for living, working, and recreation and leisure. The City, to great extent, is built out. Few opportunities exist for physical growth. Growth in the future will have to be focused upon encouraging land locked pieces of the township to become a part of the City, and upon redevelopment of selected sites.

The City has made great strides in preplanning targeted areas, including the Heartland, Triangle, Creekside, and the Westside. Plans for each of these areas addressed problems identified by citizens and officials in past plan updates. Other hot spots have been identified in this plan update and constitute targets for more in-depth study.

Goals, which have been identified as a part of this study include:

- Continue to preserve open space and natural features.
- Promote sound capital investments and stabilize the tax base.
- Encourage a wide range of housing opportunities while maintaining existing neighborhoods.
- Make Gahanna a community of choice for industrial, office and commercial development by exploiting the City's location advantage and protecting businesses investments.
- Continue to be an active participant in intergovernmental dialogue and action.
- Promote quality development.

## **II. FUTURE LAND USE PLAN**

This plan portrays a vision of future land use patterns within the City of Gahanna. It is not the intent of the plan to force or encourage uses other than those presently existing within the area. Rather, the plan provides a basis for a public policy dialog and the framework for the orderly development of the area. The existing land use pattern has occurred over time and the parcel patterns and uses are appropriate for those times and uses. However, as private owners explore redevelopment opportunities, and seek new zoning opportunities from the City reflecting those opportunities, it is imperative that land use patterns, configurations and arrangements reflecting the public interest be considered. This plan provides a guide for those discussions.

The land use plan map for Gahanna is very general in nature. In contrast to zoning maps, which display exact zoning classifications for each parcel, this map does not recognize or follow property lines and is based upon very broad use categories, as described below. As such, the future land use plan map does not dictate how specific parcels should be zoned in the future. Rather, the Planning Commission and Council should consider the map to be only one of several tools available to assist them in making land use recommendations and decisions. The information contained on the map should always be supplemented by impact studies and other site specific information.

Many elements of planning are objective and rational. Policy making, however, ultimately involves judgment. "Policy making for communities is particularly complex, because it is not always clear who has the power or authority to make such a policy – or those who have the apparent power or authority may not chose to exercise it."<sup>1</sup>

Policies provide the general direction for a governmental agency to follow in order to meet its goals and objectives before undertaking action. Policies imply a clear commitment by the governmental agency. While the City of Gahanna can steer development into the most desirable and appropriate areas as shown in the future land use plan, the City is not without flexibility. Unanticipated market demand, changing demographics, and regional factors out of the control of the City of Gahanna make flexibility an important component of this plan. When an issue arises that is not addressed by this document, the planning policy statement, policies with general applicability, and suburban form priorities should be used as guides to decision making.

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<sup>1</sup> Kelly, Eric Damian and Barbara Becker. "Community Planning: An Introduction to the Comprehensive Plan." Island Press: Washington D.C., 2000, p.19.



## Planning Policy Statement

The purpose of this planning policy statement is to:

1. **Ensure Consistency.** Promote the legal requirement of reasonableness by avoiding arbitrary decisions and furthering the uniform application of the various planning procedures.
2. **Promote Efficiency.** Simplify the preparation of materials for Planning Commission action through the provision of guidelines and criteria. This will promote expeditious disposition in the interest of both the public and the petitioner.
3. **Establish a Public Record.** Provide a clear statement of policies upon which the community may rely.
4. **Maintain a Basis of Planning.** Assure the judicious use of resources. Planning decisions, such as zoning actions, need to be founded upon adopted principles and objectives. This will assist in accomplishing the intended purpose, and avoid the legal problems of arbitrary and capricious actions.
5. **Develop a Planning Method.** Promote the rational utilization of land and the economical provision of required facilities and services both for the individual, and collectively in the public interest. This is accomplished through the allocation of land to a variety of uses based upon desired community objectives and intensity criteria.
6. **Ensure Adoption, Amendment and Binding Effect.** Establish formal procedures for the adoption and amendment of this Policy Statement recognizing that there is a need for continuity and community support.

## Policies with General Applicability

Planning loses its vitality as well as its credibility if it: (1) becomes a mere composite of neighborhood desires; (2) is abused to advance the interest only of certain individuals or special interest groups; (3) is implemented whimsically or arbitrarily; or (4) becomes unreasonable or confiscatory in its application to private properties.

It is the City's policy that the general welfare of the area in its entirety must be served by all planning measures. Therefore, community interests, as distinguished from individual interests will be furthered. Economic benefit to individuals shall be subordinate to the economic welfare of the community as a whole. Implementation of planning shall not be conducted solely for the purpose of increasing value.

### Bypassed Land

Bypassed land is generally defined as land that has not been developed while adjacent and/or contiguous parcels have been developed in a manner consistent with existing land use and zoning regulations. Bypassed land may also be existing development that is so inconsistent with surrounding uses that its current and continuing use represents actual blight to the community.

To assure that a full complement of services is extended to land within the community, preference will be given to developments that offer a full range of municipal services and are contiguous to existing development.

Proposals for bypassed land that vary from the land use plan must clearly demonstrate that the land can not be developed and served in a manner consistent with existing plans and that the proposed uses will not harmfully effect the established development within the affected area.

In order to prevent development inconsistent with the plan, requests for development must demonstrate to the Planning Commission that all adjacent land could be developed consistent with existing zoning and/or an approved overall development plan.

#### Planned Districts

Whenever possible, the City should encourage development and redevelopment as planned districts. This zoning tool encourages creative development and allows for a mixture of land uses. Planned developments can provide for the most efficient use of land and public/private investment by integrating supportive community facilities, open space, infrastructure, and transportation systems into a single development framework. Planned districts also provide for the preservation of significant environmental features.

#### Check List Analysis

The Planning Commission should utilize the check list analysis to promote a systematic review of land use decisions. The check list should be used for all rezoning requests and major development proposals. The Planning Commission may determine a threshold for "major developments." For residential development, the threshold should be based on the number or density of units, while commercial, office, and industrial developments should be measured by square footage or acreage. The check list is meant to assist the Planning Commission by ensuring that pertinent land use issues are raised. Certain answers would not mandate a particular decision and not all of the questions are pertinent to every situation.

#### Check List

1. Is the proposed development consistent with the City's vision?
2. Would the proposed development be contrary to the future land use plan?
3. Is the development (change) contrary to the established land use pattern?
4. Would change create an isolated, unrelated district?
5. Will the proposed development increase the load on public facilities beyond reasonable limits (water, sewers, streets, schools, etc.)?
6. Are the present development boundaries logically drawn in relation to existing conditions?
7. Will the change adversely influence living conditions in the surrounding area?
  - a) Create or appreciably increase traffic congestion;
  - b) Seriously impact adjacent areas;
  - c) Seriously affect the natural character of the land to the point of creating potential hazards.
8. Have the basic land use conditions changed?



9. Will approval be a deterrent to the improvement or development of adjacent property in accordance with existing plans and regulations?
10. Will the proposal constitute a grant of a special privilege to an individual that will not be granted to others of at the expense of the general welfare?
11. Are there reasons why the property cannot be used as it is presently planned or zoned?
12. Is the change out of scale with the area's needs? The neighborhood's needs? The City's needs? The region's needs?
13. Are there alternative undeveloped sites for the proposed use(s)?

### **Suburban Form Priorities**

The following suburban form priorities reflect the City's growth ethic and constitute a commitment of values, which will guide the City's decisions related to development and redevelopment. While the Plan cites goals, policies and objectives, the priorities reflect the physical results of implementing those statements in day-to-day actions.

#### Maintain a Compact Land Use Pattern

A compact land use pattern should be encouraged to promote an urban image and defined residential neighborhoods. Developing distinctive neighborhoods can help create a greater sense of community and identity. To achieve this, neighborhoods should be developed and maintained that encourage pedestrian orientation and open space preservation. Also, neighborhood streets should serve local traffic only, and cut-through traffic should be discouraged.

To achieve a compact land use pattern, leapfrog development should be prevented. Leapfrog development is undesirable as it increases the cost of providing and maintaining community services to the area and creates "development gaps" which inflate land costs resulting in requests for incompatible development. Instead, growth should occur contiguous to existing development, and should mirror or compliment current land uses and design elements.

#### Maintain Vitality

One of the City of Gahanna's goals is to attract high quality investments in new development which serve its citizens and reflect positively upon the City. While attraction of new development is important it is also vital to maintain the quality of existing developments. The City presently has very healthy neighborhoods, however with limited areas to accommodate growth there will be increasing pressure to redevelop older properties. It is important when considering redevelopment proposals within the City that the integrity of existing neighborhoods be given high priority. By assuring residents and existing business owners that their investments are important the City will send a strong message that existing development is very important. Examples of threats to the vitality of the community include: not maintaining property; conversions of residential properties, on a spot basis; and, introducing incompatible uses into existing neighborhoods.

#### Create and Maintain Centers with Mixed Uses

Compact land use patterns are desirable in mixed use and commercial centers as well as in residential development. Strip commercial development is often unattractive and creates traffic conflicts when each business, with road frontage demands direct access. Commercial sprawl places more reliance on the automobile, and more land must be converted for parking.

By creating and maintaining mixed-use centers, the City can develop identifiable nodes that are destinations for diverse shopping opportunities. These centers may have several similar establishments or may have retail and commercial activities that compliment each other. Depending on the size and location of the area, these centers may be oriented toward local residents or may provide service opportunities to shoppers from outside the community.

Mixed-use centers provide greater economic stability to the City and to the establishments located there. Because of the concentration of office, retail, and commercial activities, shoppers are likely to spend significantly more time in a mixed use center than they would at a single establishment along a commercial strip.

#### Define Economic Centers

As mixed-use centers provide nodes for businesses, economic centers may also be created that provide a focus for industry and commerce in the City. Similarly, these centers are preferable to commercial sprawl and strip development patterns that create inefficient land use. By defining locations where economic development will be encouraged, investment can be focused to specified areas. While attracting new development, the community should also concentrate on the retention of existing businesses, as well.

Economic development is an interactive process between members of a community and those outside entities that influence decisions that impact the community. Therefore, it is important that the City promote collaboration among community interests, neighboring jurisdictions, and the local business community. To encourage economic development and promote desired land use patterns, the City should seek collaborative growth opportunities along its borders.

#### Provide and Maintain Adequate Public Facilities

The cost of public facilities and services can be reduced through efficient provision and compact development patterns. When development is located in clusters, rather than spread out over the landscape, fewer miles of roads, pipes, and other infrastructure is necessary to serve the area. Also, provision of services such as police, fire, and emergency medical services (EMS) must keep pace with population growth and territorial expansion.



### Create and Maintain Open Space Links

Environmentally sensitive lands should be protected from development to create open space links within the community. These lands may include floodplains, stream buffers, wooded areas, hydric soils, steep slopes, ravines, and areas with important vegetative species. By preserving these features, natural corridors will be created that may serve environmental, aesthetic, and recreational purposes.

Open spaces provide valuable physical and psychological benefits. Some of the public benefits that park and recreation services provide include the promotion of healthy lifestyles through physical fitness and the reduction of environmental stress some people feel by living or working in urban areas. Therefore, it is important that the City continually inventory and evaluate its open space and recreation opportunities so that they meet the demands of a growing population.

High quality open spaces can attract economic development as well as residents. In addition to drawing tourists, good park and recreation services can enhance real estate values and associated property tax revenues, attract businesses with highly educated workforces, and attract retirees looking for recreational opportunities.

### Create and Maintain Healthy Neighborhoods

Many factors are involved in a family's decision to purchase a home. For example, people may look at proximity to amenities, community services, quality of the school system, crime rates, and the overall investment value. As a home is usually an individual or family's greatest investment, it is crucial that the City protect the investment quality of its residential areas by actively maintaining its existing neighborhoods and creating well-planned residential communities.

Neighborhoods can be protected by reducing inappropriate non-residential intrusions. While parks or playgrounds are considered neighborhood amenities, more intensive uses may create undesired levels of traffic, safety issues, and visual disruption.

Reducing conflicting land uses will also help the City develop a greater sense of community within its neighborhoods. Design principles can be utilized to create identity through distinctive signage, landscaped entranceways, and well-defined edges. Furthermore, traffic management can help prevent cut-through traffic within neighborhoods, allowing for greater pedestrian orientation.

### **Future Land Use Classifications**

The future land use plan map is divided into eight classifications. Some classifications are broad and accommodate a variety of uses, such as the mixed use classification. Other classifications are more narrowly defined, such as the single family residential classification. Over 49 percent of the City is proposed for single family residential development. Over 10 percent of the City is proposed for parks and

recreational facilities. Refer to Figure 1 for a complete breakdown of the proposed land uses and to Map 1 for a visual representation of these classifications.

**Figure 1 Future land use classifications**

<b>FUTURE LAND USE</b>	<b>ACRES</b>	<b>PERCENT</b>
Single family residential	3510.34	49.76%
Multi-family residential	347.38	4.92%
Mixed use	328.33	4.65%
Office	234.50	3.32%
Commercial	323.93	4.59%
Industrial	1010.14	14.32%
Parks and recreational facilities	747.93	10.60%
Institutional	551.75	7.82%
<b>TOTAL</b>	<b>7054.30</b>	

Single-family residential - The single-family residential classification accommodates both single family and attached residential housing units. The recommended gross density for this land use is three to five dwelling units per acre.

Multi-family residential - The multi-family residential classification accommodates a variety of dwelling types including attached and detached condominiums and apartments as well as assisted living facilities and group homes.

Mixed Use - Mixed use areas should contain a blend of multi-family residential, office, commercial, and neighborhood retail uses.

Office - Office uses or a mix of second and third floor office and first floor retail are appropriate in this classification. Office areas should have direct access to a major thoroughfare or collector.

Commercial - Commercial areas should complement the existing residential, office, and industrial development and should be limited to areas with access to major thoroughfares. Commercial areas may include all forms of retail and food services, as well as service uses. In most areas, office uses are compatible with commercial uses. Small-scale commercial developments may be considered as part of a neighborhood development if such development is "nested" and oriented to the residents.

Industrial - This classification includes manufacturing, research and development, and wholesale uses as well as industrial. Some office and commercial uses may be permitted within the industrial area. However, commercial use of industrial facilities should be limited to no more than 10 percent of the building. If



industrial development abuts residential, office or commercial development, extensive buffering and screening will be required.

Parks & Recreational Facilities - This classification includes parkland as well as recreational facilities, regardless of ownership.

Institutional - The institutional classification includes all publicly owned property, public and private schools, churches, and major medical facilities.

## **Objectives and Supporting Principles**

### ***I. Residential***

Objective: Promote residential development that provides quiet and privacy; that is safe, convenient, and attractive; that preserves the City's distinctive natural environment; that ensures stable property values and that is complemented by a full range of public services.

#### Supporting Principles:

1. Permit a rate of residential growth that does not exceed the ability of the City to provide adequate services, so as to avoid undue congestion or undesirable conditions brought on by development that is too dense or that occurs too rapidly.
2. Assure adequate living space for all citizens by providing lots of adequate size while taking into account existing development patterns and demands for public services.
3. Provide a variety of dwelling unit types throughout the community.
4. Provide a sound framework for neighborhoods by preventing them from being bisected by major traffic ways or isolated from necessary community services.
5. Maintain the integrity of neighborhoods by locating inconsistent land uses outside neighborhoods rather than in the interior.
6. Avoid the creation of isolated pockets of residential development that is too small to serve with the full complement of public services and/or that create unplanned demands upon existing public investments.
7. Provide needed facilities for each residential community, including reasonable access to services, health, education, recreation, and police and fire protection.
8. Ensure thoroughfares and utilities (water, sewage, storm drainage) are adequate for the proposed development. Development will not be permitted until assurances are given that such facilities will be provided.
9. Assure traffic safety through the design of street systems that discourage through-traffic in residential neighborhoods and by severely limiting uses that generate non-residential traffic.
10. Encourage development of neighborhoods that are attractive through the careful preservation of existing topography, trees, and other natural attributes; and the promotion of other measures aimed at maintaining an aesthetically desirable environment.

11. Provide bicycle and pedestrian accessibility throughout the neighborhoods, especially where sidewalks intersect street pavements. Encourage safe and efficient connections to the non-auto circulation system.
12. Reduce automobile orientation by requiring paths to be completed within and between developments and encouraging the use of other pedestrian/bikeway linkages within and between developments.
13. Recognize that owner-occupant housing produces the best incentive for property maintenance in accordance with community standards; and that efforts to convert residential into other uses must be carefully evaluated.

## ***II. Mixed Use***

**Objective:** Provide development and redevelopment opportunities that promote a blend of quality office, commercial and higher density residential development.

### **Supporting Principles:**

1. Encourage a broad array of activities that will create destinations for living, shopping, and employment in specific community nodes.
2. Permit the aggregation of uses what will stabilize, diversify, and/or provide transition between otherwise conflicting uses.
3. Allow for the introduction of new uses into transitional areas while respecting existing uses by emphasizing use compatibility, neighborhood character, and economic stability especially in residential areas.
4. During redevelopment, require the aggregation of lots and limit the number of curb cuts onto major thoroughfares in order to reduce potential traffic conflicts.
5. Require direct access to major thoroughfares of planned collector streets.
6. Require sidewalks and/or other walking paths between residential and commercial/office developments.

## ***III. Commercial & Office***

**Objective:** Assure that the development of commercial and office land is appropriate in location, character, and extent, that serves the residents and those persons who work in the area in a clean, attractive, architecturally compatible, safe, and convenient manner with the goods and services they require.

### **Supporting Principles:**

1. Assure the compatibility of commercial and office development with adjacent development by requiring adequate buffer areas, limiting access to the site and requiring appropriate setbacks.



2. Assure logical access to goods and services by encouraging planned, integrated commercial areas of compatible size with surrounding uses, and in proper locations to serve the residents.
3. Encourage diverse shopping opportunities by providing for a broad range of commercial development, including neighborhood, community, and regional centers, and the preservation of Olde Gahanna. Criteria for locating neighborhood and community commercial activity centers should be linked to the needs of the neighborhood, not to attract traffic from outside the service area.
4. Encourage desirable, productive commercial land development by creating sites with street access that can be developed in harmony with surrounding land uses in the area.
5. Encourage attractiveness by incorporating landscaping and buffering standards within the development process that will result in well-designed commercial areas.
6. Assure compatibility of style and scale of commercial and office development with adjacent development through such means as the establishment and retention of adequate buffer areas and control of access to the site.
7. Preserve privacy for abutting and nearby properties by requiring appropriate setbacks from streets and internal property lines in keeping with adjacent development.
8. Ensure harmonious relationships of commercial and office development with traffic and pedestrian ways and other land uses by locating commercial and office areas on improved major thoroughfares, and requiring adherence to sound traffic principles.
9. Encourage mixed-use commercial and office developments.

#### ***IV. Industrial***

**Objective:** Assure that the development of land is appropriate in location, character, and extent for industrial use. Any industrial site should be developed in a safe manner with enhanced site design that is architecturally compatible with surrounding development.

##### **Supporting Principles:**

1. Permit those types of industries that will stabilize, enhance, and diversify the economic base.
2. Create separations between industrial and residential neighborhood development by locating industrial districts so that they will be buffered from non-industrial development.
3. Reduce traffic congestion by locating major industrial uses near interchanges and on the edge of the City where they are within easier reach of the work force.
4. Prohibit air and noise pollution and/or other pollution by requiring industries with such potential to be developed as planned developments which incorporate special buffering requirement aimed at eliminating negative impacts.

#### ***IV. Parks and Recreational Facilities***

**Objective:** Assure that the park system and community recreational facilities are planned, located, designed, and constructed to provide recreational opportunities for residents of all age groups.

##### **Supporting Principles:**

1. Provide appropriate park and open space to serve new and existing neighborhoods.
2. Develop facilities and activities to improve cultural, educational, and recreational outlets.
3. Provide neighborhood parks that are easily accessible to local residents.
4. Locate parks to enhance unique landmarks and environmentally significant areas.
5. Provide community parks with active, passive and other recreational opportunities for major portions of the City.
6. Maintain the cooperative use of park sites and school facilities to provide maximum recreational opportunities.
7. Promote and encourage the dedication and development of bicycle and pedestrian linkages between parks.
8. Continue to utilize the existing five year plan and procedures for implementing a recreational facilities program.
9. Establish a Recreation Advisory Board to monitor the planning and implementation of recreational programs.



## ***V. Institutional***

**Objective:** Provide the highest level of institutional and public facilities and services that efficiently and effectively meet the needs of the community.

### **Supporting Principles:**

1. Continue the practice of locating municipal administrative offices primarily in one centralized area.
2. Maintain high standards in public and private building design and landscape site design.
3. Provide a primary focus for community activities and municipal services within a community center.
4. Maintain municipal services commensurate with available revenues based on sound fiscal practice.
5. Promote the concept of shared facilities.
6. Ensure that private sector development participates in improvements to the major sewer and water systems through water development fees, the construction of appropriate facilities and other developer contributions.
7. As development occurs, ensure that the private sector participates in infrastructure improvements through rights-of-way dedication and road construction.

## **Areas in Transition**

It is not the intent of this plan to force redevelopment. In fact, the policies, objectives and supporting principles of this plan are designed to protect property owners within the City and encourage quality development that increases property values. However, some areas in the City are beginning to experience development pressure and are beginning to transition into other uses.

Existing land uses have occurred over time and reflect a land use pattern that may not meet current needs or market demand. As private owners or speculators explore reuse and/or redevelopment opportunities and seek new zoning, it is imperative that land use patterns, configurations, and arrangements reflect the public interest and protect existing property owners. This plan should serve as a framework for public policy dialogue in order to ensure orderly redevelopment.

One of the primary considerations in any redevelopment is the need to reassemble land from existing parcels into new tracts suitable to the proposed use(s). An alternative to the creation of new tracts through reassembly could be the development of joint owner agreements or other legally binding arrangements, which meet the intent of the redevelopment principles.

The following redevelopment principles, while general in nature, should apply to any redevelopment effort within the City of Gahanna.



### Redevelopment Principles

Redevelopment proposals shall be accompanied by a "Sketch Plan" and must reflect how redevelopment reflects transition from existing uses to those proposed. Appropriateness of proposed reconfigurations will be judged not only on the proposed use but also upon compatibility with adjacent uses, preservation of natural habitat in the innovation of the redevelopment concept. Emphasis will be upon adding value to the community and adjacent properties. Submission of a sketch plan does not commit the City to specific new patterns or to any rezoning.

The Sketch Plan shall address issues such as: providing mitigation strategies for improving access to streets (especially major streets), provision of appropriate setbacks, provision of open space, landscape buffers, and pedestrian/bikeway linkages consistent with City plans and policies. Open space may include public/private lands, conservation areas, no build zones, and flood plains.

### Taylor Road

Taylor Road is the first of four areas identified in this plan as an area in transition. The north side of Taylor Road is a blend of commercial, office, multi-family and single-family development. The south side of Taylor Road is home to several commercial and warehousing facilities, including lodging. Taylor Road's proximity to the airport, Interstate 270, and other major thoroughfares such as Hamilton Road, Morrison Road, and Broad Street, make this area attractive to commercial and office developers. Redevelopment in the area has already begun. Office Center<sup>2</sup> stands today on former residential land. Office Center<sup>2</sup> is an example of a successful redevelopment project that utilized the redevelopment principles espoused in this plan, Figure 2 – especially due to its careful attention to buffering the adjacent residential subdivision and to creating and maintaining its attractive design and landscaping.

Figure 2



The parcels west of Office Center<sup>2</sup> could attract redevelopment along Taylor Road. Currently, these parcels are used for single-family residential dwellings. The average home was constructed in the late 1940's to mid 1950's on lots between 1.5 to 2.5 acres. Through aggregation, these parcels may redevelop into office or multi-family development. However, if redevelopment of these parcels occurs, increased levels of buffering and landscaping should be required at the rear property line in order to protect existing single-family dwellings and the adjacent subdivision. Non-residential redevelopment should not occur east of Helmbright Drive.

### **Hamilton Road (Clark State to Route 62)**

Hamilton Road is the major north/south thoroughfare through the City of Gahanna, providing access to Interstate 270. Hamilton Road has a range of land use along it. In many areas, the land use is predominately single family housing. The potential of increased traffic and the proposed widening of the Hamilton Road may create redevelopment pressure on existing single-family development.

**Figure 3**



Little vacant land remains along Hamilton Road, which increases the redevelopment pressure. Several redevelopment projects have already taken place. This has primarily been the conversion of single-family home sites into more intensive uses such as multi-family housing, commercial, or office.

The Heartland Plan covers Hamilton Road land between Clark State and Route 62. Aside from several institutional uses (school, park space), this area is all residential. Many of the lots are larger than one acre. The Heartland Plan stipulates that the residential and development character of this area be protected. Careful attention should be paid to any redevelopment projects that threaten this area's character or conflict with the Heartland Plan. Upcoming roadway projects should be designed so that they do not threaten the character of this area.

### **Hamilton Road (Route 62 to Morse)**

The area north of Route 62 to Morse Road is a blend of commercial, office, multi-family and single-family development that is covered by the North and South Triangle Plans for redevelopment. This area's proximity to the Morse Road corridor makes it attractive to commercial and office developers. Significant redevelopment in the area has occurred over the last decade. Similar to Taylor Road, successful redevelopment in this area has paid careful attention to buffering adjacent residential subdivisions and to creating and maintaining attractive design and landscaping.

The Triangle Plans continue to create a unified, appropriate redevelopment vision for the area. Through aggregation, the parcels in this area may redevelop into office or multi-family development. However, if redevelopment of these parcels occurs, increased levels of buffering and landscaping should be required at the rear property line in order to protect existing single-family dwellings and the adjacent subdivision. Non-residential redevelopment should not occur south of Route 62.

Any aggregation of parcels in this area will be critical to the success of any redevelopment effort. Gahanna must limit access points onto Hamilton Road in order to reduce points of traffic conflict. Existing mature trees should be preserved to the greatest extent possible and increased buffering should be required when office development abuts existing single family residential.



### **Gateway Area (Route 62 and Stygler Road Area)**

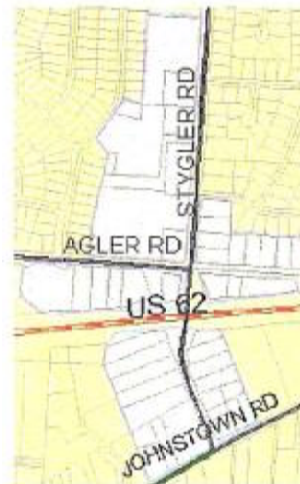
Figure 4 shows the parcels included in the Gateway redevelopment area. Currently this area is a blend of retail, commercial, and high-density residential development. The uses north of Route 62 are appropriate for this area. One of the biggest issues north of Route 62 is image. Due to the age of the majority of this area of development, it does not meet the current development standards established by Gahanna.

Another challenge to overcome is traffic congestion. During peak travel periods, eastbound traffic on Route 62 turning north onto Stygler Road often experiences a long wait. Figure 5 below shows the Route 62/Stygler Road/Agler Road intersections looking north on Stygler Road.

**Figure 5**



**Figure 4**



**Figure 6**



Vacant land is available at the southwest corner of the Agler Road/Stygler Road intersection, Figure 6. This is a highly visible corner and will most likely be developed as commercial or retail. When development on this parcel occurs, access to Stygler Road should be prohibited. In addition, the Agler Road access point should be of sufficient distance from the Agler Road/Stygler Road intersection to prevent further traffic conflicts.

On the south side of US 62, there are nineteen parcels, approximately thirteen acres, in the redevelopment area. Here, as with the north side of US 62, existing land use is not the issue. Currently this area is a mix of commercial, single-family residential and multi-family residential uses.

Some reinvestment in the area has already begun to take place. Figure 7 shows the construction of the administration and distribution facility for the Columbus

**Figure 7**



Metropolitan Library system. Further investment in this area should be encouraged. This area's proximity to Interstates 670 and 270 as well as the airport make it ideally located for commercial and office development. Any large scale redevelopment will require the aggregation of parcels. Access points onto Stygler Road should be controlled. Shared driveways should be required when appropriate.

**Figure 10**



The southeast corner of Route 62 and Stygler Road is available for commercial development. Figure 8 on the right shows the current single family home on the site. When development occurs, the access point onto Stygler Road should be of sufficient distance from the Route 62/Stygler Road intersection in order to avoid traffic conflicts. To protect the single-family homes south of the site, extensive buffering should be required.

#### Creekside/Olde Gahanna

The fourth and most visible area in transition is Creekside/Olde Gahanna. Figure 9 shows the parcels included in the redevelopment area. This area has been a priority redevelopment area for the City of Gahanna for several years. The City has been able to acquire much of the property surrounding the Big Walnut Creek to create a focal point for community events.

**Figure 9**



Currently Creekside and Olde Gahanna are a mix of commercial, retail and office uses, with the majority of residential development east of Short Street. While some single-family residential development is well maintained, some properties are beginning to deteriorate. Figure 10 shows one of the single family homes in the redevelopment area. Residential development of this quality should be protected.

In-fill single-family residential development is the only issue not addressed by existing municipal policy or the zoning ordinance. In order to maintain the integrity of Olde Gahanna neighborhoods, the City should develop in-fill policies that require any in-fill development to be consistent with and add to the character of Olde Gahanna.

The multi-family residential development varies in size, from duplexes to high-density apartments. The design of most of the apartments are not consistent with the



historic character of the neighborhood. Future multi-family residential development in Creekside and Olde Gahanna should be limited in scale and design to carefully reflect the character and quality of this area. Residential development on the upper stories of commercial and office buildings along Mill Street should be encouraged. Recent zoning changes and the adoption of the Olde Gahanna Design Guidelines have established a precedent for this type of mixed-use residential development. Current zoning and municipal policy protects and encourages mixed-use and quality development in the Mill Street corridor.

Creekside and Olde Gahanna truly represent the principles of traditional neighborhood development that many suburban communities are trying to create from scratch. This area should be a mix of commercial, office, and residential development. In order to promote pedestrian activity, the lower level of Mill Street buildings should be predominately commercial. Office uses should be concentrated on the upper stories. Reduce off-street parking requirements and encourage the use of shared parking facilities. Develop a way-finding system for the area that identifies public parking areas. Require consistent design in way-finding systems, whether public or private.

Figure 11 is the west side of Mill Street near the Mill Street/Granville Street intersection before major planned redevelopment projects. The City should continue to promote redevelopment on the west side of Mill Street consistent with the recently adopted Design Guidelines and traditional neighborhood development.

**Figure 11**



### **In-fill Housing**

Older suburban communities in Central Ohio are currently facing redevelopment of existing single-family housing. The practice of in-fill housing redevelopment occurs when older, desirable neighborhoods in which smaller, older houses are being demolished and then replaced with newer, often larger housing. The City of Gahanna currently has no policy in place that specifically addresses this issue. The Olde Gahanna area and large lot houses in the Heartland Plan area should be the first to experience in-fill redevelopment in Gahanna, because of the desirable location, historic neighborhood, and the age of the housing stock.

In-fill can be desirable because it reinforces the value of the neighborhood's housing stock and stabilizes an area from deterioration, but it can also result in new

development that is not appropriate in size, context, or character to surrounding properties. The City should adopt a policy to encourage such development in older neighborhoods that may experience deterioration, but should include strict guidelines to prevent inappropriate size and design.

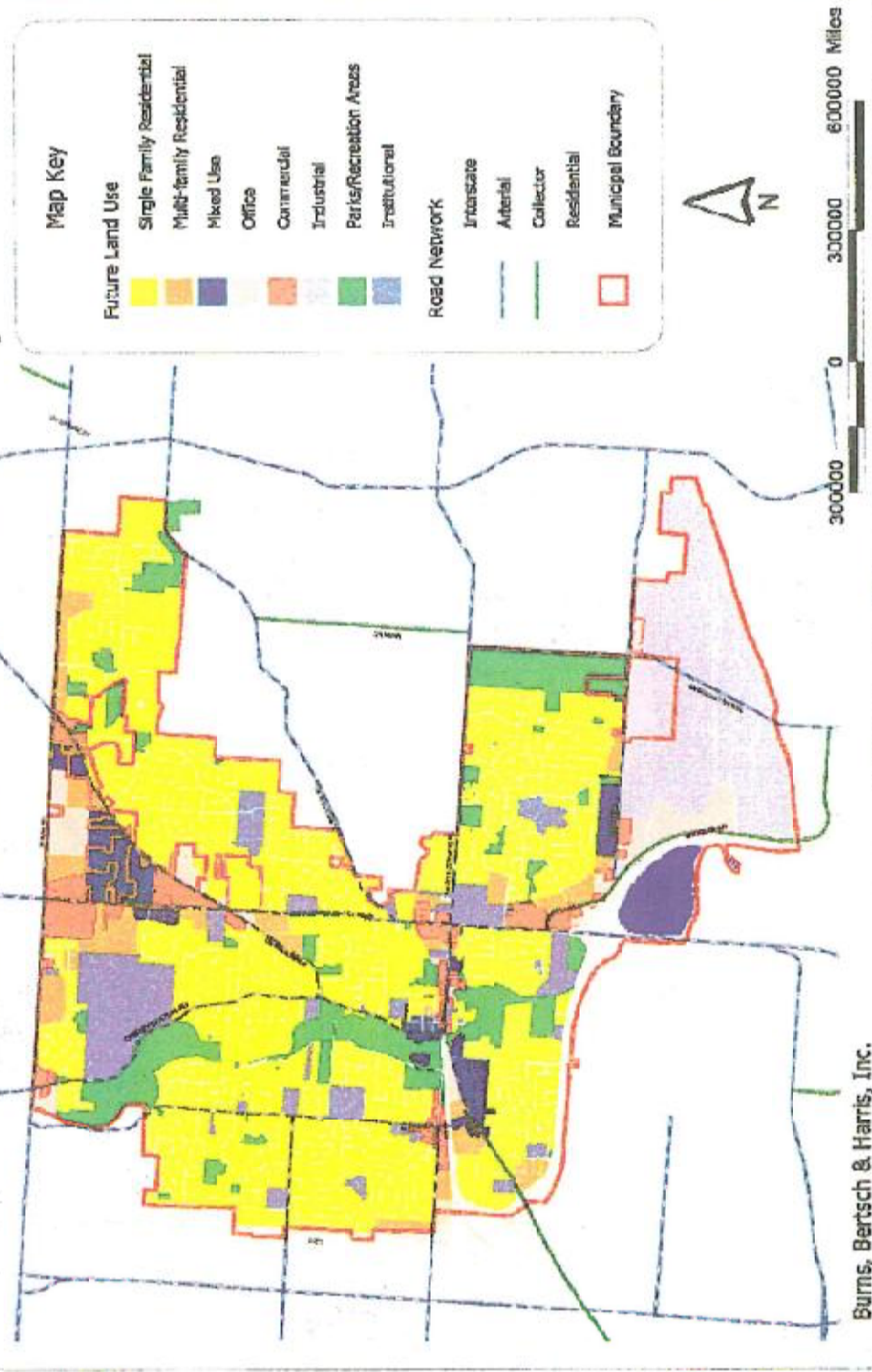
### **Mixed-Use Redevelopment – Potential Redevelopment Nodes**

Older commercial areas around the region are experiencing high rates of vacancy and deteriorating building stock – commonly known as "greyfields". Greyfields develop as investment and business drifts to new commercial areas, resulting in disinvestment in older areas. At the root cause of this investment drift is the lack of different, self-sustaining uses and the complete orientation toward the automobile. The solution for reclaiming these areas is greyfield redevelopment that involves mixed-use development consisting of commercial, office, and more dense residential options.

Mixed-use, smart growth centers are more likely to hold value in down markets and to appreciate more in a booming economy because they are buffered by their diversity of uses. In Gahanna, commercial greyfields are slowly beginning to develop. These redevelopment nodes are: Hunter's Ridge Mall, Royal Plaza, and commercial development centered around Granville Street and Hamilton Road. The City should monitor these areas for decline and increase code enforcement. It should also begin to develop a more aggressive redevelopment strategy for these areas by emphasizing mixed-uses, reinvestment, and design.

# City of Gahanna, Ohio

## Future Land Use Plan - Map 1







### **III. TERRITORIAL EXPANSION**

#### **Municipal Growth**

The legal basis for territorial expansion within the Ohio Revised Code (ORC) is annexation. The law in Ohio has provided annexation opportunities to adjoining municipalities when a majority of property owners sign an annexation petition seeking to join that municipality. There are other annexation options available; however, most annexation has followed the petition process. In all cases, the desires of the property owners have been of paramount concern. The focus within the law's general criteria has been upon on the area being annexed and did not require major consideration on the impact to the township of losing the property.

The General Assembly recently passed a new annexation law. The new annexation law transfers perceived preferential consideration from the annexing municipality to the township by establishing four criteria for proceeding with an annexation. In most cases, a territory cannot be removed from the township unless the township agrees. The new law establishes procedures requiring the County Commissioners, when considering an annexation petition, to weigh the general good impact upon the area proposed for annexation as well as an area within one-half mile of the area, which remains in any township. This presents an interesting twist of the law in that a petitioner would have to address the general good to townships that are outside of the township in which the annexation is proposed.

An additional provision of the new law is a pay back provision to townships. This provision calls for a rebate back to the township in which the annexed land is located of real, personal and utility taxes over a period of 15 years, starting with 100 percent in year one then reducing to 50 percent in year 15. In areas of economic development where tax abatement has been approved by the city, the city would be required to pay the township the taxes the company would have paid if no abatement had occurred.<sup>2</sup>

#### **Growth History and Opportunities**

Historically, the City of Gahanna has responded to requests for annexation by township residents while not aggressively seeking additional territory. The result has been a community, which, for all practical purposes, has achieved build-out status. Growth opportunities for nonresidential uses are limited to bypassed parcels along Hamilton Road and within the Triangle planning area. All other potential annexation and development parcels are scattered throughout the community and will require reassembly into larger parcels. Even then, these parcels may be limited to residential development given the surrounding development patterns. Refer to Map 2 for the proposed annexation areas or areas where economic development agreements should be negotiated.

<sup>2</sup> Ohio Coalition for Equitable Annexation.

The growth of the City of Gahanna is limited by the City's water and sewer agreement with the City of Columbus. Additionally, Jefferson Township wants to maintain independent governmental status and preserve rural densities even in areas where water and sewer service are available from Franklin County. Maintaining rural densities in areas where water and sewer services are available is costly to both developers and government.

According to the *Jefferson Township Future Land Use Plan*, the majority of the township is planned for residential development. The township is promoting the preservation of critical resource areas and the use of conservation development standards with an open space preservation requirement of approximately 30 to 50 percent. All residential development north of Havens Corner Road should be of gross density of one unit per three to five acres at build out. Residential development south of Havens Corners Road should be of gross density of one unit per acre at build out. In addition, the Township strongly supports a zero net growth in the school population.

Annexation for commercial and industrial development is limited. The most promising areas are along Route 62, Morse Road and Taylor Road. In each case however there are unique development challenges. Redevelopment provides many opportunities for the City. Potential redevelopment areas include the West Gahanna study area, the Triangle and the Heartland.

### **The Cost of Community Services**

One of the major considerations facing a municipality or township when considering new development is the burden that this development will place upon the existing physical and social infrastructure. The main question that a municipality has to ask itself is if the increased revenue generated from a proposed development or redevelopment will balance the increased demand for services. The American Farmland Trust developed a procedure for calculating a cost of community services ratio (COCS). This ratio compares how many dollars worth of local government services are demanded per dollar collected. "Virtually all of the studies show that for residential land, the COCS ratio is substantially above one. That is, residential land is a net drain on local government budgets."<sup>3</sup> It is important to note that the majority of these studies were conducted in rural areas where no water and sewer services were available and rural residential densities were predominating. In areas such as the City of Gahanna where higher residential areas exist, more taxes are generated to support infrastructure. As new taxes pay for better infrastructure such as schools and roads, property values increase. However, considerations such as this have not been measured in the context of COCS.<sup>4</sup>

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<sup>3</sup> The Ohio State University Extension. *Costs of Community Services Fact Sheet*.

<sup>4</sup> Ibid.



In these studies, the largest single expenditure for communities was the public school system. It is important to note that Jefferson Township and the City of Gahanna share the same school district, and therefore the financial burden of maintaining that school district. The proliferation of low density residential development in Jefferson Township is undesirable and places an undue financial burden on the commercial and industrial establishments within the City of Gahanna. There are those who would argue that lower densities yield fewer children, therefore providing a balance. However, lower densities negatively affect the sense of community.

## **Recommendations**

### *Recommendation 1*

There are a number of large tracts of land east of the City where growth could occur in the future; however virtually all opportunities are limited to residential use. Avoid annexing residential land without carefully considering the tax versus cost implications.

### *Recommendation 2*

The Township has expressed a desire to cooperate with the City on issues concerning land use and economic development. In lieu of annexation, the City should explore the creation of a Joint Economic Development District (JEDD) or Cooperative Economic Development Agreement (CEDA) in the industrial area near Reynoldsburg New Albany Road/Taylor Road and also in the industrial/office area on the east side of Taylor Station Road. Refer to Map 2.

Both of these agreements provide a way for Jefferson Township and the City of Gahanna to share in the income tax generated in the area. Since both of these agreements are negotiated, development standards, infrastructure improvements, and annexation policies become components of the agreement.

### *Recommendation 3*

Future growth in the City of Gahanna should reflect a development ethic of quality versus quantity. Emphasis should be upon continuing to expand opportunities for redevelopment and filling in the gaps within the City. Township land surrounded by the City or adjacent to the City within the service area should be the primary focus of any annexation efforts.

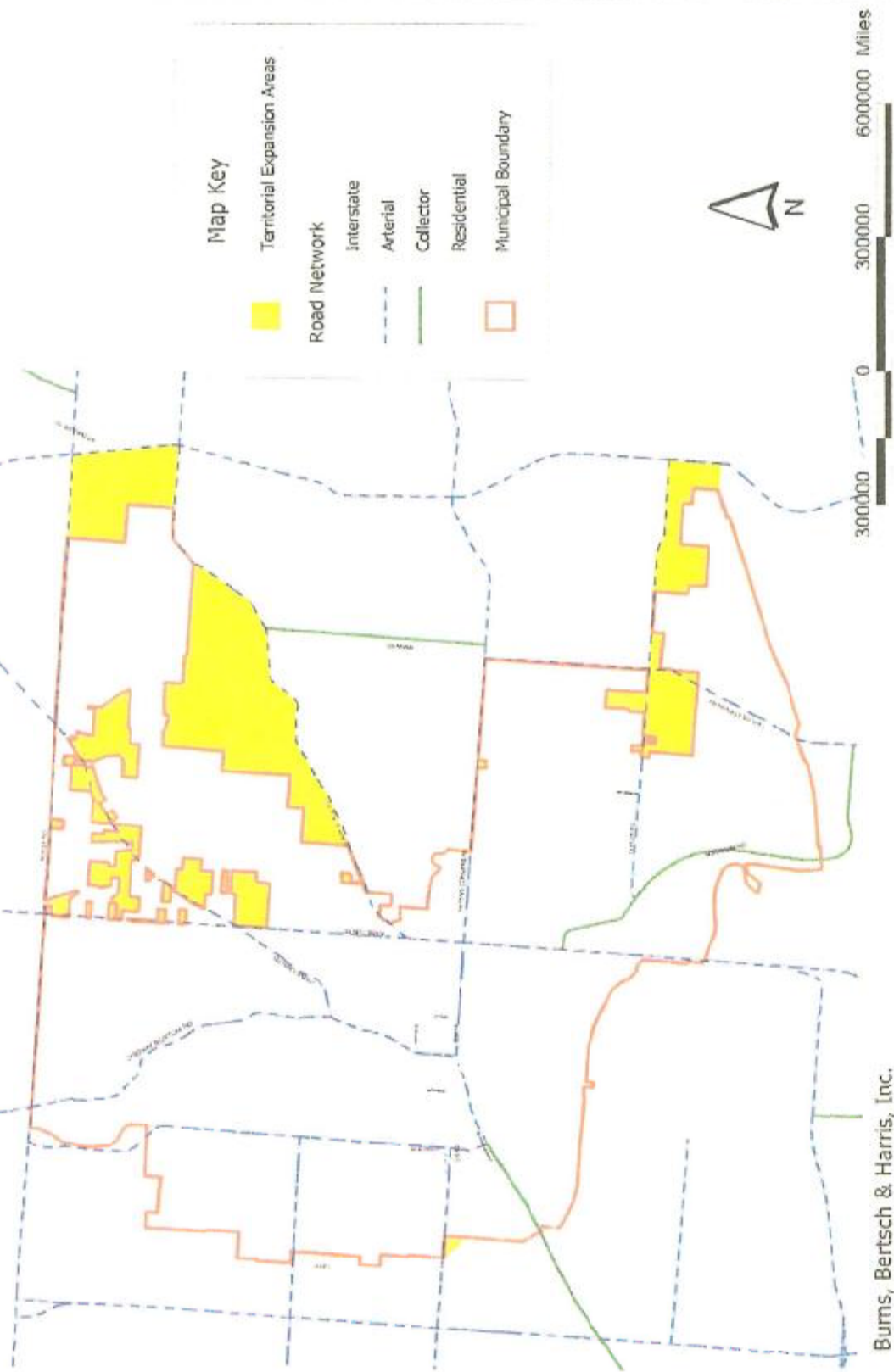
### *Recommendation 4*

Work with the City of Columbus to modify the water and sewer service agreement to permit the City of Gahanna to annex portions of Mifflin Township west of I-270 for commercial and office development.



# City of Gahanna, Ohio

## Territorial Expansion Areas - Map 2



## **IV. OPEN SPACE PLAN**

The City of Gahanna has a wealth of natural amenities including the Big Walnut Creek, Sycamore Run, and the Rocky Fork Creek. Map 5 in the Appendix shows the primary and secondary stream network as well as the wetlands within the City of Gahanna. In addition to these water features, the City has several wooded areas as shown on Map 6 also located in the Appendix. The streams, ravines and wooded areas of the community add to the aesthetic appeal and should be preserved and integrated into future development and redevelopment.

The open space plan, Map 3 located on the following page, builds upon the existing natural amenities of the community while also incorporating existing parks and recreational facilities. The objective of the open space plan is to preserve the environmental integrity of the natural features located within the City of Gahanna and promote a development ethic that preserves such features. The City should continue to develop an open space system that protects environmentally sensitive areas such as floodways and drainage corridors. Use interconnected greenways and bikeways to maintain visual and functional linkages between parks and other open spaces.

### **Recommendations**

#### *Recommendation 1*

Modify existing regulations in order to permit the conservation development process. Encourage development on environmentally sensitive parcels to conform to the conservation development process.

#### *Recommendation 2*

While this open space plan serves as starting point, a more extensive open space plan is needed that also incorporates park and recreation planning.

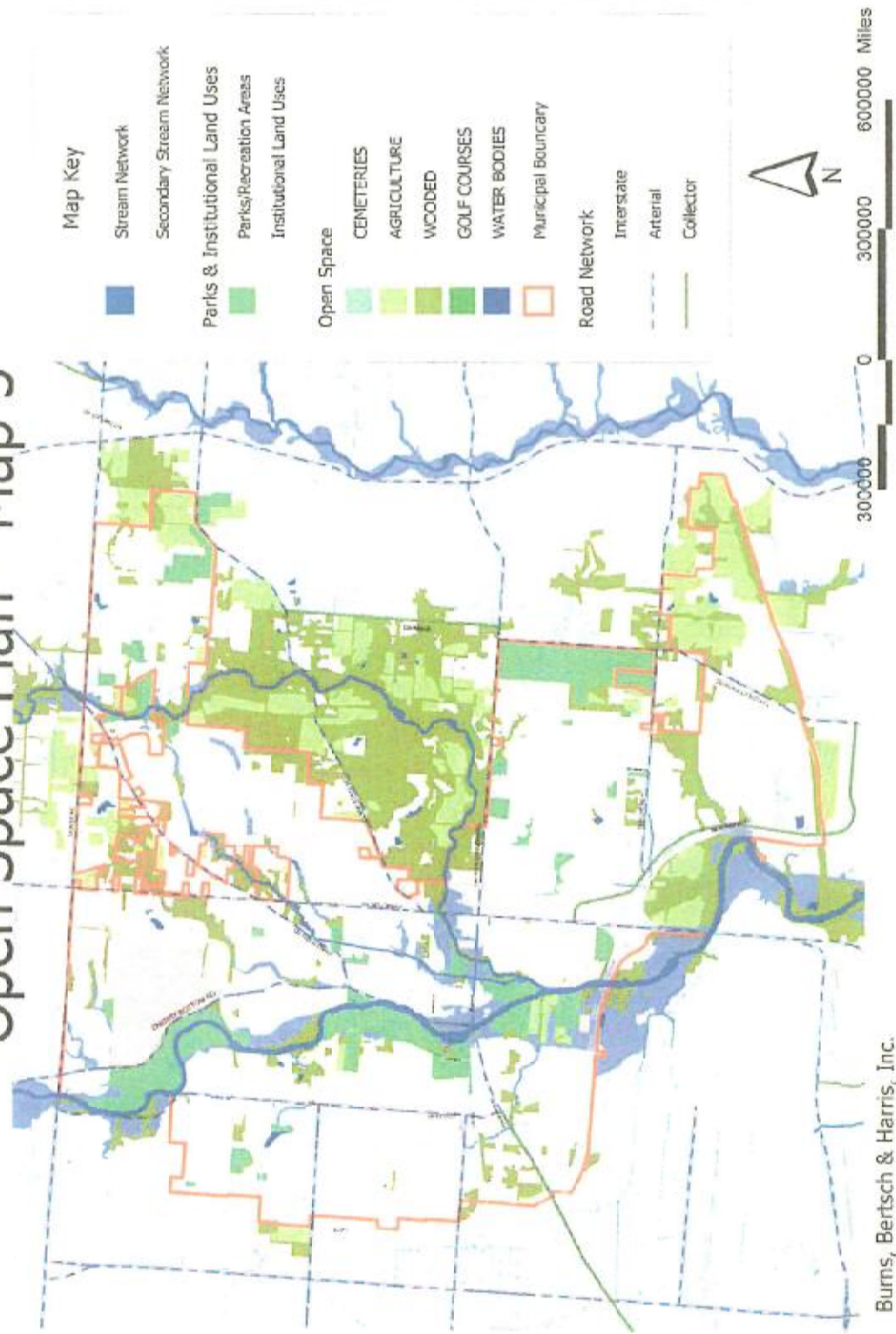
#### *Recommendation 3*

Preserve natural features such as woodland and ravines through strict enforcement of well-defined floodplain, wetland, and storm water management regulations. Avoid erosion and sedimentation by requiring preventative measures during the development process.



# City of Gahanna, Ohio

## Open Space Plan - Map 3



Burns, Bertsch & Harris, Inc.





## **V. Community Impact Analysis**

### **Objective**

The objective of the community impact analysis is to provide the City of Gahanna with a procedural tool for evaluating the impacts of new developments as they are proposed. Impacted subjects to be considered include, but would not be limited to, environmental quality, provision of public services, quality of public services and tax base. The City should take into account qualitative measures as well as quantitative ones when evaluating the changes in service requirements that result from new developments.

This is not a proposal to assign dollar costs of increasing City facilities and services, although that would be a logical extended application of the analysis. Rather the impact analysis tool will rate developments according to their estimated demands placed upon existing or planned service capacities. Further, the increased demand will be evaluated as to whether or not it can be expected to reduce the City's ability to provide services at the level that is deemed by Gahanna to be ideal or acceptable. These locally determined levels of service would be referred to as service standards. In cases where the City has not determined a target service standard for itself, the tool will refer to some commonly cited national standards.

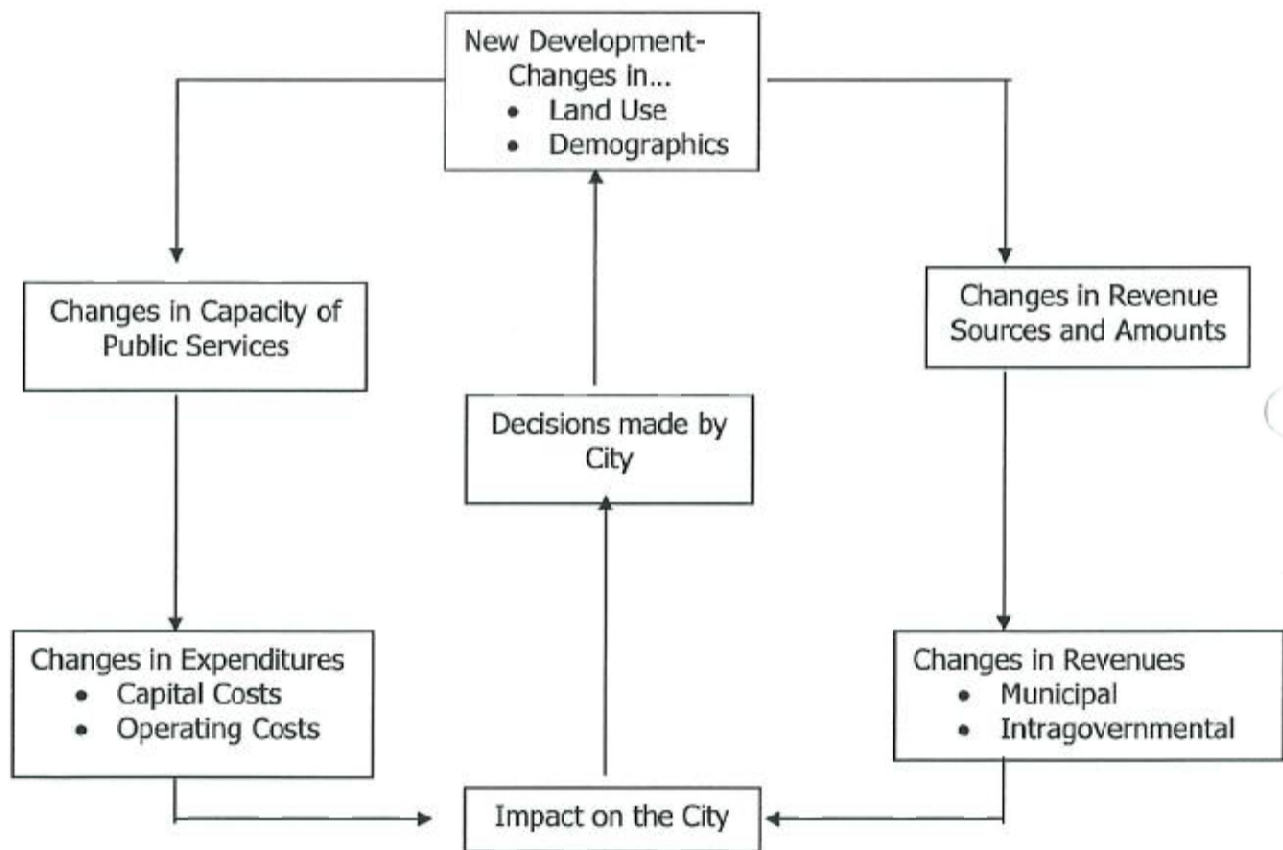
In a quantitative analysis of impacts, the City must consider total impact, both costs (demand) and benefits. Revenues that may be realized from more intensive developments may tend to offset investments to the new development. In Gahanna's case, there may be changes in revenue streams, not only from property tax differences, but also from personal property tax and the City's current 1.5 percent income tax.

One of the more difficult tasks for City leadership is the assignment of value to those benefits that are often viewed as mere externalities or social benefits. These might include the social and health benefits of a healthy environment, an employment base or a range of housing for different stages of the life cycle. Qualitative evaluation might lead the community to proceed with projects that may not provide direct financial benefit, should the project be shown to otherwise advance identified community goals.

It will be important to compare the degree of anticipated growth created by a new development against projections for the future. While it may appear that current capacities are adequate for projected growth for some period into the future, a running tally of each new approved development may indeed show a faster or slower rate of growth. Such unpredicted changes in the growth rate may indicate a need to accelerate plans to add capacity, or allow the delay of expenditures in additional capacity.

Finally, the process of evaluating community impacts should raise awareness with decision makers of the option to negotiate with developers for mitigation steps that will either reduce detrimental impacts, or offset them with enhancements of other community objectives. Ultimately, the use of a community impact analysis tool will help City officials to anticipate and quantify future capital facility needs, costs, timing and funding sources.

**Figure 16**      **Community Impact Analysis Process**



Source: Adapted from Tishler & Assoc. Inc.



## **Quantitative Evaluation of a Project**

This stage of the analysis aims to discern the true costs of a project that are attributable to that development. Should the City consider moving to a system of impact fees or exactions, it is important legally, to distinguish between major systems that would benefit the whole community, as in a community park, and improvements that benefit only the particular users of facilities, such as street lighting.

Additional costs and revenues predicted to flow from the new development must be corrected for the costs and revenues that flow from the current state of the properties involved. This would be especially true in redevelopment areas within the City that may change use or intensity. Past investments in system capacity that will adequately serve the new demand are not considered as costs of the new development. These costs, having taken place in the past, will not be affected by the decision to accept or reject the proposed new development. However, this would not preclude the City adopting some form of cost recovery fees to recover portions of these earlier investments.

Likewise, new development should not be charged with pre-existing deficiencies in capacity. However, the condition of having a pre-existing deficiency in capacity must be noted in planning expansions or improvements in capacity that may be accelerated by the planning of new developments. Therefore, it is necessary at each process of community impact evaluation to assess the pre-existing surpluses or deficiencies of capacity in each system. Next, the tool predicts increases or decreases of demand for various services that result from each new development or redevelopment, according to local or national standards/ or averages of demand for each type of service. The types of data, service standard, or demand estimators will vary according to the type of service or facility. The tool will outline a general methodology to be used.

### **Current Condition Factors**

Each time City decision makers must evaluate a new proposal, the pre-existing conditions may most certainly have changed from those found at the time of this writing. The Development Department and Engineer's Office should maintain a database, and where feasible, maps, of service capacities, demand and changes in various areas of the City. These should be updated with each new development or capital project.

### ***Facility and Service Standards***

Maximum, minimum or ideal facility and service standards that reflect the desired level of use of a facility or desired level of services to be provided, must be defined by each community. These standards should incorporate local values as well as objectives regarding growth. Standards should be collected into a database maintained by the Development Department and Engineer's Office. They may be found in such

documents as the Community Plan, the Zoning Code, or might be available from acceptable standards developed by state or national organizations.

#### *Facility Service Areas*

For some facilities, the defined geographic areas to be served, and its accompanying population, is an important factor in the analysis of surplus or lack of capacity for that facility.

#### *Inventory of Facilities and Service Levels*

After service standards have been adopted, and service areas defined, then the final determination is made of pre-existing conditions, based on numbers of users, for each service element. The level of use or service actually attained is compared to the adopted standard to derive the degree of excess or under capacity existing prior to changes attributable to proposed new developments.

#### New Development Assessment

Each new development project is evaluated separately, according to the anticipated impact of its implementation at that given time. The process is as follows:

##### *1. Estimation of New Demand*

For the City to determine the impact of the new development, the developer must provide a description of the users of the overall project, i.e. types and numbers of housing units, types and space needs of businesses, etc. and their locations.

Applying project components and demographic multipliers for the City of Gahanna, e.g. household sizes, number of drivers, numbers of school age children per household, according to service areas that the project will be located in, etc. yields an estimate of total new users of the various service elements.

##### *2. Capacity Determination*

After the demand on a particular service or facility due to the new development is estimated, it is compared to any excess capacity that exists at that location, and decision makers can determine whether the new demand can be absorbed.

##### *3. Capital Planning*

When it becomes clear that no new developments can be absorbed, or that public expectations exceed current service levels, the City must begin a process to plan for capital improvements to accommodate the new demand. Such planning includes not only an assessment of future demand potential, the amount of capacity that should be added and where and the costs of such expansion, but also the various funding options that can be applied to the facility or service required. Investigations of alternative ways of having the demand served should also occur.



### Example 1 Inventory

For example, at this writing, an inventory of services for Gahanna might include the following information.

- In 1990, MORPC<sup>5</sup> projected that with available land and platted parcels, the City had sufficient land to accommodate a steady growth in residential for 29.5 years. Correcting the calculation by the 2000 average household size shows that Gahanna has nearly reached its build-out level already, in one-third the time originally projected. The population at build-out has been reduced from the MORPC projections of 1990, due the smaller household size now seen in Gahanna. According to the 2000 Census the average household size has reduced from 2.89 to 2.7 persons per household.
- At present, Gahanna is faced with limited opportunities for growth through new annexation and redevelopment. Current service levels provided by various service facilities appear to be providing a level of service acceptable to the community at large. Barring significant new annexations or inter-governmental agreements that would obligate Gahanna to serve larger land areas and populations, little expansion in facilities would seem to be necessary. Future changes in State and Federal regulations pertaining to certain types of services might stipulate a change in number of personnel or additional programs, but are unforeseen at this time. Some attention must be paid to ongoing maintenance of facilities and infrastructure, and over time, the public's expectations may be for increased standard levels of service for certain services.
- Certain services are not provided by the City of Gahanna, but through cooperative arrangements with the neighboring Townships, or by separate authorities, like the Gahanna Jefferson Public School District and the Columbus Metropolitan Library System. Water and sewer are provided by the City of Columbus. The contract stipulates a limited growth area for which Gahanna may assume adequate water will be made available. Changes in cooperative agreements should trigger a very close financial analysis of community impacts.

Figure 17 on the following page summarizes for certain services, the numbers of facilities and populations served (when not just the City of Gahanna). Therefore, in the following chart, the figures given for population served have been reported by the service provider.

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<sup>5</sup> Mid Ohio Regional Planning Commission

**Figure 17 Survey of Facilities and Services- Gahanna 2002**

	Population	Facilities	Equipment	Staff	Usage
<b>City of Gahanna population 2000</b>	32,636				
<b>Projected population at "build-out"</b>	38,691				
<b>*Fire/ EMS Protection-Mifflin Township</b>	Serves 40,000	4 stations	10 vehicles	85	4,932 runs in 1999
<b>Parks</b>	Serves 32,636	20 parks -50 sports fields -shelters -marina -playgrounds -Senior Program -9 hole golf	700 acres		
<b>*Public Schools</b>	Serves 36,000	7 elementary schools (450 students each) 3 middle schools (560 students each) 1 high school (2000 students)		528 teaching  226 support  (21:1 staff/student ratio)	7,000 students (19 % of the population)
<b>Police</b>	Serves 32,636	1 station		54 FT Officers 27 Reserve Off. 7 PT Officers 8 Dispatch 3 Clerks	
<b>*Library/ Branch of Cols Metro Library</b>	Serves 32,636	1 branch	19 internet stations 8 kid computers 143,000 volumes on site		

\* Services provided by non-City entity/ or in cooperative agreements

#### Survey of Service Standards and Demand Factors

##### Parks and Recreation

The *1990 Gahanna Planning Guide*, based upon Urban Land Institute development standards for parks and recreation, projected a park acreage need of 768.3 acres and approximately nine facilities by the time the community reached a build out population of 38,691. The City has proactively reached just under this amount at



700 acres. Based upon this standard, as the City approaches build-out, it should add at least 68 acres of active recreation and play areas at the neighborhood level.

However, by applying different park and recreation standards<sup>6</sup> as seen below, an entirely different conclusion can be reached; thus, demonstrating the need for a locally adopted standard.

- 10 acres of metropolitan park per 1,000 residents (x 32= 320)
- 7 acres of community park per 1,000 residents (x32= 224)
- 6 acres of passive open space per 1,000 residents (x32= 222)
- 3 acres of neighborhood park per 1,000 residents (x32= 96)
- 2 acres of special activity area per 1,000 residents (x32= 64)
- Gahanna's estimated current total need = 928 acres, i.e. immediate need for an additional 228 acres

### *Housing*

In 2000, average household occupancies range from 2.16 per rental household to 2.86 per owner household. Some analysts project further declines in household size for the long term. This information is balanced by the fact that actual populations are predicted to increase through an echo boom in births as well as from immigration. The obvious result is a higher rate of household formation that will create higher demands for housing. Without an outlet for the continued development of housing in present-day Gahanna, either; (a) surrounding townships will provide this housing, and/or (b) property values in Gahanna will be bid up by newcomers who value the opportunity to live in Gahanna.

### *Schools*

In 2000, approximately 24 percent of the children living in the City of Gahanna were school aged.<sup>7</sup> Seventy-four percent of the households were family households with 40 percent of those households with children under eighteen years of age. Every single family home will generate approximately .5 children per unit. Every multi-family development will generate approximately .035 children per unit.

Facilities: One nursery school with four classrooms is needed per 300 families (1000 persons) within a 1/8 mile radius. One elementary school (k-5) is needed for every 925 families (2500 persons) within a half-mile radius. One middle school (6-8) is needed for every 3,300 families (9000 persons) within a two-mile radius. One high school (9-12) is needed for every 7,900 families (21,300 persons). The ideal size of a high school is between 900 and 2500 pupils depending on the size of the facility.

<sup>6</sup> Bannon, Joseph J. *Leisure Resources – Its Comprehensive Planning*. Prentice Hall Inc. Englewood Cliffs, New Jersey: 1976.

<sup>7</sup> US Census Bureau.



### *Infrastructure*

Streets and roadways are the infrastructure to most likely be taxed by annexations or redevelopment. Every land use generates some level of added traffic. For example, each household generates approximately four car trips per day on average. The Institute of Transportation Engineers publishes a trip generation handbook.

As previously stated, the major area currently showing significant lack of functionality for traffic handling is at the intersection of Stygler Road and US Route 62. Proposed redevelopment at this intersection provides an opportunity to improve the roadway and access design issues at the time that such redevelopment occurs.

According to *ODOT's Highway Capacity Manual*, all roadways should operate at a level of service (LOS) of "C" or better. ODOT assigns all interstates and state routes a LOS. When develop impacts an interstate or state route, refer to ODOT's ranking to determine impact.

For adequate fire protection, the American Insurance Administration recommends an achievable water flow of 500 gallons per minute in a residential area for one hour, and 750-2000 gallons per minute for one to four hours in areas with public buildings.

Average domestic water consumption is 225 gallons per day per household, with an equivalent estimate of sanitary sewage flow.

### *Other public facilities or institutions*

**Religious Facilities:** The ULI suggests that on a national basis 60 percent of a population may affiliate with a religious institution – less in some communities, with perhaps one facility per each 2500 in population. The average facility will require between three to five acres.

**Libraries:** Libraries need a minimum of 3 books per capita. This translates into 6300 linear feet of shelf space plus one linear foot for every eight books over 50,000, with a floor space requirement of 5000 square feet plus one square foot for every ten books over 50,000, approximately 100 square feet of reader space for each 1000 population, and 1500 square feet of work space for the first thirteen staff members.

**Neighborhood Shopping:** Neighborhood shopping facilities should serve between 250 – 3000 families, with up to forty shops, or eighteen square feet of sales area per family. This requires up to four acres. Neighborhood shopping facilities should be within a ½ mile of the neighborhood for walking comfort.

## **VI. Appendix**

## **Transportation Objective & Principles**

In August of 2001, the City of Gahanna adopted a Thoroughfare Plan. The Thoroughfare Plan analyzes existing area conditions, predicts future area conditions, provides traffic forecasts, and identifies capacity deficient links. The Transportation Thoroughfare Plan and the Future Land Use Plan are not mutually exclusive. Rather, these plans complement each other and should be considered as one planning document.

The following transportation objective and principles builds upon and supplements the information located within the Thoroughfare Plan.

Objective: The thoroughfare system within Gahanna shall be planned, located, designed, constructed, and upgraded as growth occurs in order to provide for the safe and efficient movement of people, goods, and vehicular traffic into, through, and out of the community.

### Community Development Principles

1. Provide easy access to all public facilities particularly schools and parks.
2. Protect residential neighborhoods from through-traffic or non-residential traffic.
3. Internalize traffic to encourage sound development patterns.
4. Provide for the separation of transportation modes within neighborhoods and along major streets where desirable for the public safety.
5. Develop streetscape improvements, urban design standards, and noise buffers along all freeways, arterials, and collector streets.
6. Reduce automobile orientation by requiring pedestrian paths to be completed within and between developments and encouraging the use of other pedestrian/bikeway linkages within and between residential, retail developments and office parks.
7. Reduce traffic hazards and preserve investments by avoiding spot and strip commercial development.

### Traffic Movement Principles

1. Provide a variety of street systems to serve distinct traffic needs, including the expressway system, primary/secondary arteries, collector streets, bicycle paths and pedestrian walkways.
2. Maintain appropriate traffic capacity and desired quality of flow in the system by limiting on street parking, spacing curb cuts to major thoroughfares to 300 feet minimum, and providing direct access to residential uses exclusively.
3. Design all thoroughfare and terminal facilities, including parking, with sufficient capacity to accommodate anticipated traffic based upon intensity of projected and planned land use.
4. Control land use intensity by linking land use to traffic generation and street capacity, street improvement completion, and review of street improvement costs/completion schedules prior to rezoning.



5. Identify, protect and enhance the community's scenic roads (Olde Ridenour and the McCutcheon corridor).
6. Promote the development of indirect, shared access roads to reduce curb cuts on major arterials.
7. Use of private roads and easements may be considered as an alternative to dedicated public roads when developing planned districts.
8. Plan the street system and land uses to keep commercial and industrial traffic off residential streets.

## One on One Interview Responses

### 1. *How would you describe Gahanna's development/land use pattern?*

- Built out (6)
- Sound pattern (2), effective pattern (2)
- We have done a good job over the years, especially when compared to other cities (2)
- The Land Use Plan (especially the targeted Plans) is great (2)
- Few conflicts (2)
- Would like to see more green space-especially along Rt.62 and Hamilton Rd.
- Protected natural areas
- Contained
- The Planning Commission and the Administration base decisions upon the Plan
- Mixed uses, good combination, has worked for us
- Good balance between Commercial/Industrial and Neighborhoods
- There is confidence in the Plan and process
- Solid tax base
- Diversity of housing is good
- Emphasis upon redevelopment is good, intense especially to the North/Northeast
- Primarily residential
- Last ten years there has been an emphasis upon commercial/industrial
- As property values have increased we have emphasized multifamily
- We do not play up our location to the airport as we should
- The Plan is followed until politics intervene
- Reactionary, opportunistic
- Effective, Proactive
- Well planned
- Good mix of industrial, commercial and office
- Indicative of post 1950s suburban development
- Land uses balanced for ED viability and sustainability
- Expensive residential – influence of New Albany
- Suburban development

### 2. *Are there changes or modifications in the City's Land Use Plan that you would suggest?*

- North Triangle (6)
- Link across Rt. 270 in the industrial area (4)
- Creekside (4), need better marketing, need more PR, need to emphasize that the plan is long range
- No (3)
- Need to update the Major Thoroughfare Plan (2)
- More detail is needed, overlays for West Gahanna and the Hamilton Rd. corridor (2), Eastgate detail needed
- More east-west connectors across the river needed

- Need elevated foot bridges across the river
- Reexamine large parcels for redevelopment opportunities
- Increase density ... provide bonus for combining and developing condos, multifamily
- Road system, as depicted on the plan, is important to keep
- We need copies of the Plan at larger scale than 8.5x11
- Need to just stay the course with NO exceptions
- Need more up-scale condos
- Claycraft detail needed
- Need to be concerned with "get rich" solutions that are infill, need to maintain the integrity of the "target area concept plans"
- Need to have criteria for making adjustments to the plan without damaging the "Gahanna Ethic"
- Need an "Annual Review Workshop" with the Planning Commission, Council and Administration
- Pay more attention to fringe/transitional areas and how they should develop
- Allow more flexibility for traditional style development
- Make provisions for older neighborhoods
- Plan development for infill/redevelopment areas

*3. How familiar are you with the zoning/development processes within the City? Are there problems associated with the processes?*

- No ... the process is very efficient (3), effective (2)
- We need to improve the public announcement process (when items are continued we do not readvertise)
- Need refinements in code itself
- Need positive design review guidelines
- Need design professionals on staff/or consultants
- All sides of buildings should be treated the same
- Applications should show adjacent buildings
- Problems associated with how long a developer can be put on hold without a decision
- Understaffed/overworked (Engineering and Development)
- Need Institutional Classification (it is being worked on)
- The key is adherence to the Plan
- Need to tighten up the sign ordinance, minimize clutter (not a problem yet but it will be ... and it will be tough to correct after-the-fact)
- What is said to the applicant by the staff is not transmitted to the Planning Commission as part of the initial file
- We need a process for Administrative Denial by the staff (based upon past Planning Commission actions and precedent) then permit the applicant to appeal (the record would then reflect "they were notified prior to spending money")
- Need clearer criteria for actions
- Biggest problem is the Administration, Mayor does not follow the Plan



- Need a complete Open Space / Recreation Plan (more detail than just green spaces on a map)
- Variance process (1131)
- Require final development plan and amendments to development plan
- Encourage neighborhood commercial
- Too many hoops and red tape that slows down the development process
- Must maintain standards

4. *Is the City (Planning Commission, Council, staff) responsive to development / redevelopment efforts within the City? Is that good or bad?*

- Need closer look at Industrial Park and the Triangle (4)
- Generally Yes, very responsive ... Good (10)
- The trend (importance) of the plan has been to impose "order" for development and development decisions
- Too focused upon Creekside
- Greatly Improved
- Require a super majority of Council to override PC
- Yes, while looking out for the public interest, we are very prudent
- Yes, we have some very good developers who meet our standards
- Everyone, the PC, Council and Administration work together as a team
- The issue is Quality not Quantity and I think everyone agrees
- Yes
- PC = good
- Yes – flexible
- Good as long as a plan is in place

5. *If you had to identify "Hot Spots" in the City where would they be?*

- West Gahanna/Route 62 corridor (8)
- Hamilton Road area, both north and south (across from City Complex) (5)
- Olde Gahanna, greater detail (4)
- North Triangle (4), more detail on how the Plan can be implemented
- Older shopping centers, marketing ideas (4)
- I-270 and Hamilton Road
- Creekside, need to match developers and the plan, marketing (4)...need political will and resources
- Taylor Station Road (3) ... need to work with Township to create a "theme" that is continuous, Investment Parkway
- Define and develop strategy for taking advantage of our proximity to the airport (3)
- East Industrial area (2) – special marketing
- West Johnstown Road (2)
- Downtown (Granville Street/Mill Street – lack land use intensity)
- Post office
- Friendship Park entrance from Granville Street

- Circulation in North Triangle
- Need a design manual ... covering all aesthetic elements
- Royal Plaza
- New bridge (Tech Center Drive)
- Morse Road corridor
- Push COTA for better service, define a strategy for light rail
- Strategy (possible public acquiring) of interior lands in the Triangle, package for resale in compliance with the plan
- Hamilton Road – Granville to southern boundary
- Taylor Road
- Havens Corner
- Johnstown Road from Morse to Beecher
- Infill areas
- Creekside
- Claycraft Road industrial district – area of rapid development
- Hunter's Ridge shopping center – an area in transition

*6. Should the City explore new growth areas with the Township? What geographic areas do you feel are ripe for such discussions? Are there other strategic opportunities for collaboration other than traditional annexation (CEDAs, etc.)?*

- Concentrate on redevelopment of Gahanna (5)
- Yes ... need to create a "common vision", trust would be good for our image (4)
- Identify a "common agenda", define areas of agreement (4)
- Yes...Industrial area
- Continuous dialogue, identify some items which can be worked on together
- Recognize that retention of the Township water district and fire district must be kept "sacred" by the Township and move on to define areas of agreement (protection from other units of government annexation)
- Need to work closer with Columbus (Airport)
- Concern about the future of the Hunt Club
- Southern part of the Township
- Need a joint strategy, possibly a joint planning authority
- Create a formal alliance
- Yes – should merge/consolidate
- Share services
- Yes, even if nothing occurs
- A lot of obstacles to overcome
- Morse Road/I-270 area that is a part of Columbus
- East to Reynoldsburg New Albany Road
- Something similar to the Rocky Fork Accord
- N/S/ side of New Albany-Reynoldsburg Road
- South side near industrial tracks
- Intersection of 670/62
- Agler and Steltzer Road area

*7. If you were to identify just one action or initiative which the City should undertake to improve / stabilize / etc. the community, what would it be?*

- Have a defined development policy reflecting higher degrees of beautification, preservation, retention of critical resource areas
- Open Space / Recreation Plan
- Don't shelf the Plan, keep it up to date and use it
- North Havens Road, Hunter Ridge corridor
- Stay the course
- Need to emphasize scenic / parklands (the best cities always have extensive park and open areas
- Investment in our infrastructure
- Improve highways
- Preserve residential character along major roads
- Land acquisition of key open space and areas for redevelopment
- Expand the Planning and Development activity in order to emphasize marketing
- Develop joint strategy with the Township ... need common trust and a shared vision
- Deal with the East side v. West side (we are doing better but have a long way to go)
- We have a very unique element in "Creekside" but we need a more aggressive action agenda and marketing - (2)
- Redevelopment of west side
- Cherry Bottom
- Havens Court
- Clark State – prevent encroachment
- Scenic byways
- Stabilizing west side
- Maintaining affordable housing
- Continue redevelopment of Olde Towne



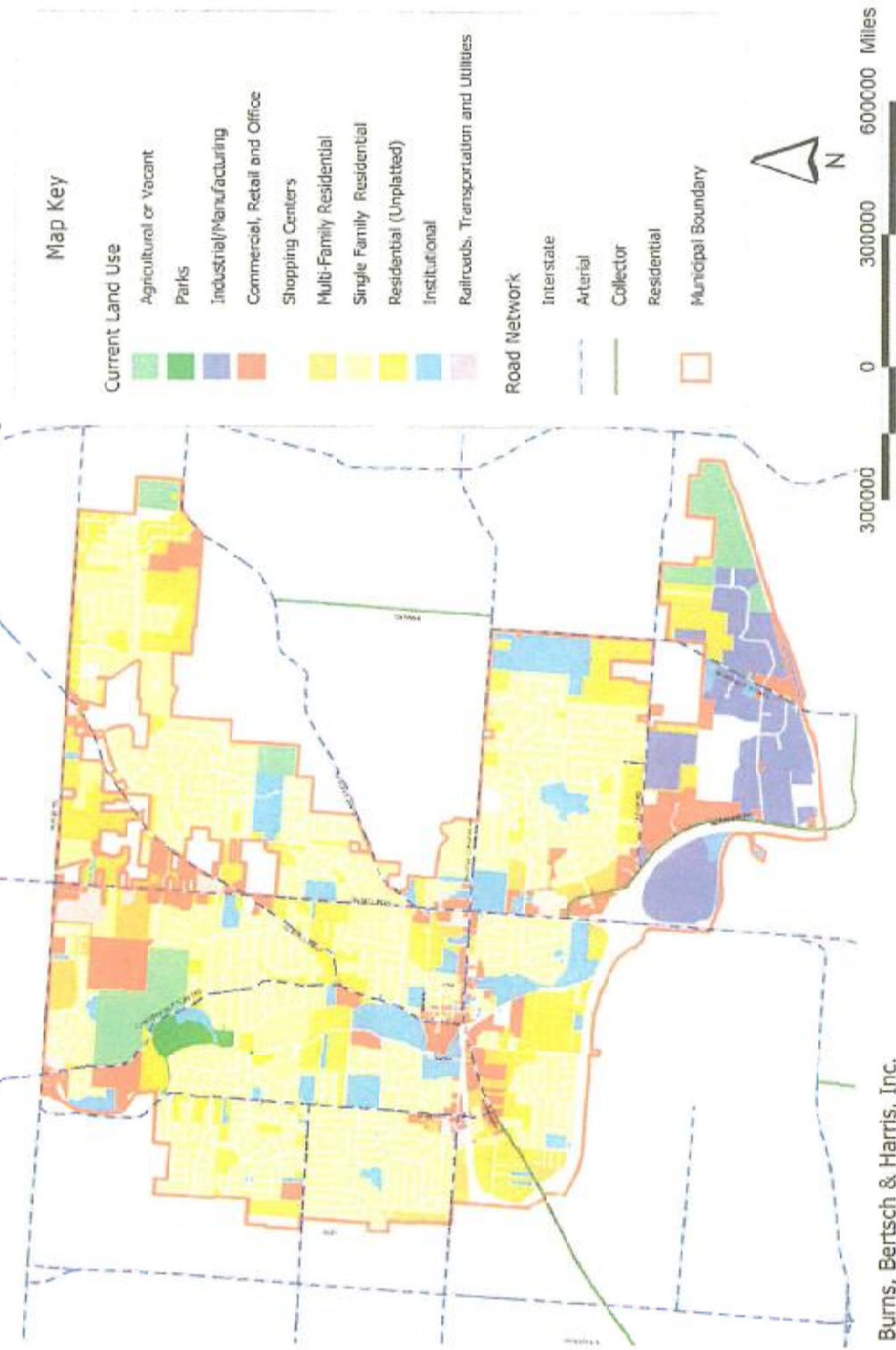
## **References for Development Standards**

- *Time Saver Development Standards for Residential Development*, Joseph DeChiara
- *Gahanna Police Department Web Site*
- *Mifflin Township Fire Department Web Site*
- *Development Impact Fees*, Arthur C. Nelson, Planning Press, 1988
- *National Parks & Recreation Association (NPRA)*
- *Ohio Statewide Comprehensive Outdoor Recreation Plan, (OSCORP)*
- *Institute of Traffic Engineers*
- *Highway Capacity Manual*, Highway Research Board; National Academy of Science, National Research Council
- *American Insurance Administrators (AIA)*
- *Insurance Service Office (ISO)*
- *National Board of Fire Underwriters*
- *EPA Discharge Permit Regulations*
- *Standards for Law Enforcement Agencies, Jan. 1999, Commission for Accreditation of Law Enforcement Agencies (CALEA)*
- *Thoroughfare Plan, City of Gahanna*
- *Standards for New Urban Development*, Urban Land Institute



# City of Gahanna, Ohio

## Current Land Use - Map 4



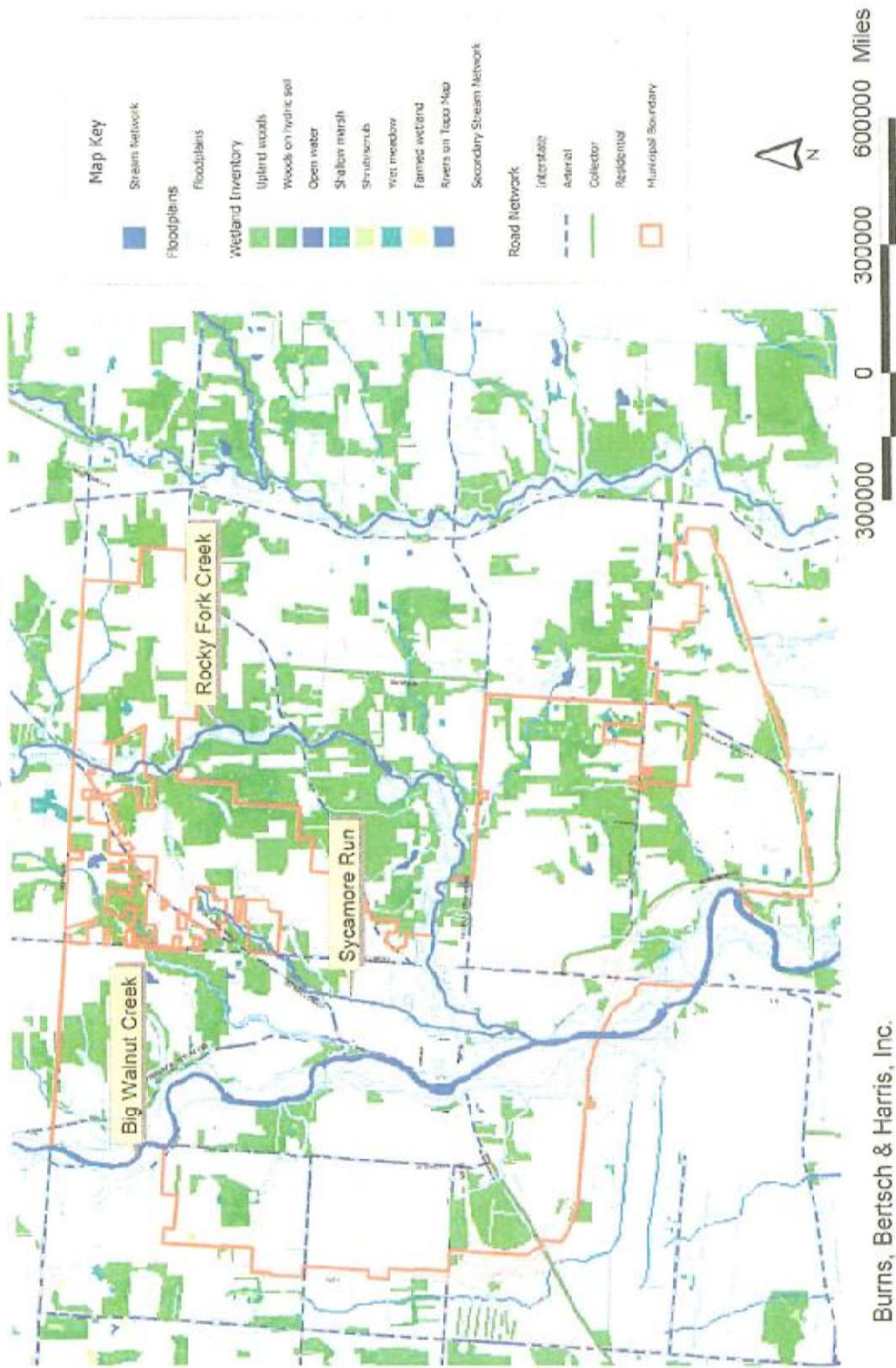
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# City of Gahanna, Ohio

## Surface Hydrology - Map 5

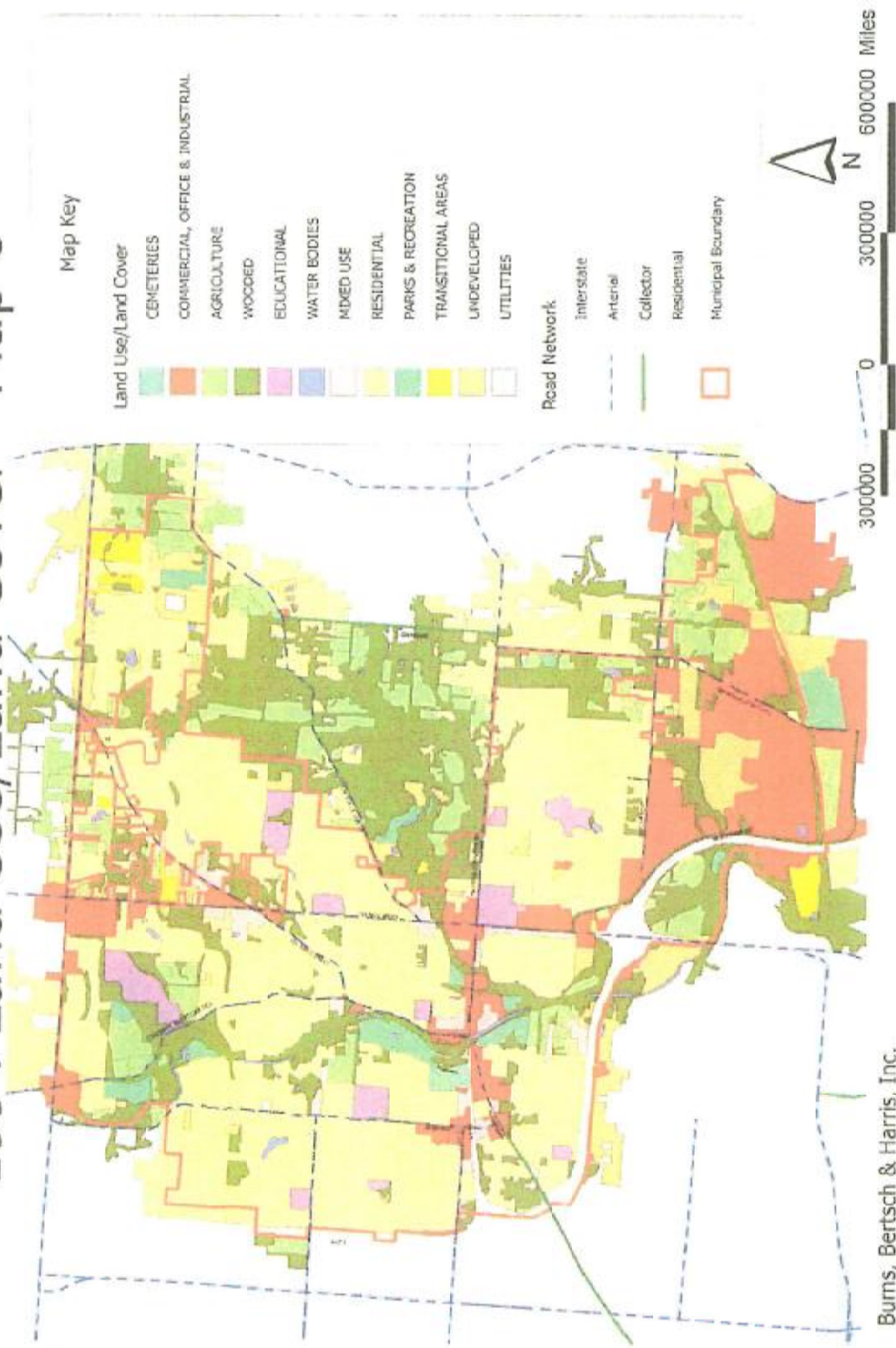






# City of Gahanna, Ohio

## 1994 Land Use/Land Cover - Map 6



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